2012

EMPLOYMENT FIRST COMMITTEE Annual Report



I think I make a good part of the team.

"...that's me!"

Cody Glotfelty

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EMPLOYMENT FIRST A 2012 PROGRESS REPORT JANUARY 16, 2013

INTRODUCTION

What follows is the second annual report of the Employment First Committee (EFC) of the State Council on Developmental Disabilities (SCDD), pursuant to California Welfare and Institutions Code Section 4868 (e). Within this report we will:

- 1. Provide priorities adopted by the State Council as recommended by the EFC
- 2. Discuss the 2nd year work of the committee, interagency activities, and policy activities
- 3. Describe the current status of the employment of individuals with developmental disabilities
- 4. Outline next steps

The statutory responsibilities of the Employment First Committee are enumerated in California Welfare and Institutions Code Division 4.5, Chapter 14, Employment (see Appendix A). The membership of the Committee is listed in Appendix B.

PRIORITIES

In our first report, many recommendations were made for improving the employment status of people with developmental disabilities. Given that the recommended changes in policies, rebalancing of existing resources across all state agencies and measurement of employment outcomes will be a long term process, the committee recommended and the Council adopted two immediate priorities.

Council Priorities

- 1. Prioritize the enactment of an Employment First Policy
- 2. Strengthen youth transition to integrated competitive employment

EMPLOYMENT FIRST COMMITTEE WORK

Quarterly meetings were conducted to review, evaluate and assist the Council in areas related to policies and programs that ensured our ongoing commitment to promoting integrated competitive employment in our local communities and throughout the state.

Understanding Relationships: The structure of the EFC includes a diverse group of agencies and individuals, providing the opportunity to explore the interrelated elements associated with having numerous departments with differing roles share in a common goal.

Self-Advocacy Participation/Self Determination: The EFC includes self-advocates in its membership who are members of the Council, Area Boards and others. They meet the day before each EFC meeting with facilitators to review the agenda and materials, and prepare presentations for the EFC on their perspectives on employment policy and practices and recommendations for EFC focus and activities. Specific recommendations were made to the committee by self-advocates, including findings from a survey they conducted. The EFC self-advocates recommended (1) collaboration among students, their parents and agencies, with students and families taking the lead and (2) parents understand how important it is for their child to learn about responsibilities and work at an early age. A learn-by-example approach should be taken where parents teach other parents, and students learn from self-advocates. It was recommended that a train the trainer curriculum be established for parents and self-advocates.

Self-advocate committee members also surveyed 40 people with developmental disabilities on their employment status and barriers to employment. Questions were asked though telephone call, face to face interviews, and Facebook. The results were then presented to the EFC, including that people are scared or confused about losing benefits when employed and not getting the help they need to find or keep jobs. They also made recommendations for removing barriers to employment, including educating employers, educating self-advocates about the value of work, and using peer advocates who work and can therefore lead by example.

Areas of Focus: With such a large scope of priorities established in the first year, the EFC finds it important to begin its focus on the area of transition as well as the passing of the employment first policy in statute. By focusing on transition and

achieving integrated competitive employment for youth and young adults, the EFC can begin to positively affect these individuals by creating more hopeful economic futures and a greater sense of worth as productive members of their own communities.

Best Practices in Transition: An important function of the EFC is to advise the Council. The EFC recommended to the Council that it focus its Program Development funds on integrated competitive employment for transition age youth and young adults. The Council adopted that recommendation and released an RFP, for up to \$360,000 per year, seeking qualified applicants to develop innovative transition models to increase the numbers of youth and young adults with developmental disabilities in integrated competitive employment and/or postsecondary educational opportunities leading to career advancement.

Employment First Policy Legislation: At the recommendation of the Employment First Committee, the Council sponsored legislation to establish an employment first policy in statute. This effort was conducted pursuant to the statutory mandate in WIC Section 4868(c)(4) (See Appendix A).

- AB 254 (Beall): On January 4, 2012, AB 254 was amended to include the employment first policy recommended by the EFC and adopted by the Council. The bill was sponsored by the Council and passed by the Assembly Human Services Committee on January 10, after supporting testimony from EFC Chair, Dr. Olivia Raynor. However, on February 1, the bill was held and died in the Assembly Appropriations Committee due to cost concerns.
- AB 2338 (Chesbro): On February 24, 2012, Assemblymember Wesley Chesbro introduced another employment first policy bill, AB 2338, with Assemblymember Jim Beall as a coauthor and the SCDD as sponsor. This legislation addressed the cost concerns of the Assembly Appropriations Committee and passed out of that committee. Council members and staff met with stakeholders, the Department, and legislators and testified at hearings in support of the legislation. In May the bill was amended to address stakeholder concerns and passed the Assembly with no stakeholder opposition. However, a critical fiscal analysis caused the bill to be held in Senate **Appropriations** where it died.

Change in Proposed Employment First Policy

(Emphasis added to highlight changes between policy statements.)

EFC Proposed Policy 2011: It is the policy of the state that integrated, competitive employment is the priority **outcome** for working age individuals with developmental disabilities.

Amended Proposed Policy In May 2012: It is the policy of the state that **opportunities** for integrated, competitive employment shall be given the highest priority for working age individuals with developmental disabilities, **regardless of the severity of their disabilities.**

Besides establishing an employment first policy in statute, AB 2338 would have defined competitive employment, micro enterprise, and self-employment; required each regional center planning team, when developing an IPP for a transition age youth or working age adult, to consider the policy while not infringing upon an individual's right to make informed choices about services and supports; required regional centers to ensure that transition age youth and working age adults are provided with information about the employment first policy, integrated competitive employment, postsecondary education, as well as services and supports to achieve the related outcomes. This bill would have authorized the department to request information from regional centers on current and planned activities related to the Employment first Policy.

While a national movement towards an Employment First approach is evident with 18 States having already adopted Employment First policies, California still has not adopted its own policy.

Interagency Activities

California Employment Consortium for Youth: California was awarded a federal 5-year employment systems change grant by The Administration on Intellectual and Developmental Disabilities¹ to increase the number of youth and young adults with intellectual disabilities in integrated

¹ Administration on Intellectual and Developmental Disabilities, Administration on Community Living, Department of Health and Human Services

competitive employment (ICE). The State Council is a lead agency along with the Departments of Rehabilitation, Developmental Services and Education. The California Employment Consortium for Youth with Intellectual and Developmental Disabilities (CECY) is a 30 member highly knowledgeable and experienced employment work group comprised of the aforementioned lead state agencies, Youth Self-Advocates, Disability Rights California, the Family Resource Center Network of California, the Association of Regional Center Agencies, California Committee on the Employment of People with Disabilities, Community of Practice-Secondary Transition, UCLA Anderson School of Management, and the Tarjan Center UCEDD. In its first year, CECY released an RFP to fund local teams to document for future dissemination best practices in such areas as interagency transition services, job retention, funding models, and job certifications (i.e., food handler) that assist youth and young adults with ID/DD achieve integrated competitive employment.

- College to Career (C2C) is a collaborative effort of the California Department of Rehabilitation (DOR), California Community College Chancellor's Office (CCCCO), and the UCLA Tarjan Center UCEDD. This collaboration broke new ground in establishing five, 3-year community college programs that provide youth with intellectual disabilities with education and vocational preparation that will lead to integrated competitive employment. The design for each of the programs was consistent with the elements for comprehensive transition and postsecondary programs under the Higher Education Opportunity Act (2008) for students with intellectual disabilities. Eighty-nine students with intellectual disabilities completed their first year of the 3-year program at Santa Rosa Community College, Alameda Community College, Sacramento City College, North Orange County Community College, and San Diego City College.
- Other Collaborations: The Council participates in the Alliance for Full Participation California team. The AFP is a collaboration of major national organizations (including the National Association of Councils on Developmental Disabilities) serving or advocating for improved employment outcomes for people with intellectual and developmental disabilities (I/DD). The California team is facilitated by the Arc of California. The Council has also started coordinating with the California Committee for the Employment of People with Disabilities, established by statute to

promote the employment of people with disabilities. Additionally, members of the Employment First Committee continue to actively work with key groups throughout the state to promote Employment First. These groups include: 1) Association of People Supporting Employment First (APSE); 2) Golden Gate Regional Center, which has adopted their own Employment First Policy; (3) an ad-hoc group of prominent advocates, employment support providers, labor, and relevant departments promoting a field demonstration of a new incentive system for employment support services to develop integrated competitive employment with employer based health benefits; and (4) the Employment Development Department to increase access of people with developmental disabilities to One-Stops for improved employment outcomes.

Training Activities By EFC Member Agencies

- ❖ Association of Regional Center Agencies New day Conference ARCA sponsored the New Day Conference in Pasadena in September 2012. Over 400 attendees participated in sessions focused on innovations in employment and housing services for individuals with developmental disabilities. Three plenary speeches conducted by nationally-recognized speakers as well as twenty-four break-out sessions offered attendees the opportunity to explore relevant topics. The conference offered three pre-conference institutes that provided participants with the opportunity to explore specific topics in-depth over a five hour period. Attendees were also invited to participate in facilitated discussions regarding strategies to improve services and outcomes for individuals with developmental disabilities with regard to employment and housing.
- ❖ Four- part employment webinar series aimed to create awareness about employment and to provide a discussion forum for families, individual organizations and professionals sponsored by ARCA/SELN/DDS. This series was a statewide event held at various different regional centers focusing on the following topics: 1) The importance of employment (4/24/12); 2) Relationships and Networking with Business (5/10/12); 3) Person-centered career practices (5/24/12); and 4) Organizational Change from Facility Based to Community Based Employment Services (6/12/12).

- **❖** Working Conference Drivina **Forces** Behind Successful Postsecondary Education and Employment for Young Adults with ID and Autism held in Sacramento, CA and sponsored by Think College and California Consortium on Postsecondary Educations and the Center for Disability Studies, University of Hawaii. The conference content addressed significant changes in public policy, insight for promoting inclusive strategies through person-centered protocol and interagency team building to support youth success in higher education and employment; and the effective uses of Self-Determination as a framework in the planning and provision of services, supports, and accommodations. Over 100 families, K-12, rehabilitation, developmental disabilities and higher education professionals, and students with developmental disabilities attended.
- Three-Part webinar series in Triangulating Postsecondary Education Goals for transition specialists and educators. The series aims at identifying postsecondary goals and aligning them with academic and industry standards. This webinar series was hosted by Community of Practice in Secondary Education (CoP).

CURRENT STATUS OF THE EMPLOYMENT OF INDIVIDUALS WITH DEVELOPMENTAL DISABILITIES

Employment First as a National Priority

- National Governor's Association As unemployment continues to be a conversation of significance throughout the United States, the National Governor's Association has taken a major step forward by adopting the initiative "A Better Bottom Line: Employing People with Disabilities". With this initiative, comes the commitment to focus on solutions to employment challenges faced by people who have intellectual and developmental disabilities. Recognizing shared roles and responsibilities, the initiative will actively engage self-advocates, government, businesses, disability leaders and others to advance best practices. This initiative will also provide governors and other state policymakers with better policy options to assess the environment in their state and develop creative strategies designed to advance the opportunity for people with developmental disabilities to be gainfully employed in the competitive labor market. ²
- Office of Disability Employment Policy To further the advancement of an Employment First approach nationwide, the Department of Labor, Office of Disability Employment Policy (ODEP), created the Employment First State Leadership Mentor Program. This program helps states align policies, regulations and funding priorities to encourage integrated employment as the primary outcome for individuals with significant disabilities. Through the initiative, ODEP is providing support and informational resources to selected states that desire systems change reflecting the Employment First approach but have struggled to fully implement it as the primary service delivery system for people with disabilities. Currently those states include lowa, Oregon and Tennessee; while Washington serves as a Mentor State.
- Administration on Intellectual and Developmental Disabilities (AIDD)
 Systems Change Projects In October 2011, AIDD awarded multiyear grants to lead agencies in six states: California, Iowa, Mississippi, Missouri, New York, and Wisconsin, to spur improved employment and post-secondary outcomes for youth with intellectual and developmental disabilities. The

² A Better Bottom Line: Employing People with Disabilities. Retrieved January 3, 2012 http://ci.nga.org/cms/home/1213/index

California Employment Consortium for Youth (CECY) is the California collaboration under this grant.

- State Employment Leadership Network (SELN) A project of the National Association of State Directors of Developmental Disabilities Services and the Institute for Community Inclusion, University of Massachusetts, Boston, SELN is a membership based network of state developmental disability agencies working to develop more effective employment systems and partnerships, use data to guide program management, improve employment-related staff competencies, and share resources for systems change across states. SELN has 24 member states. California was a previous member but has allowed their membership lapse.
- APSE Association of People Supporting Employment First is a national membership organization, with chapters in 35 states, including California, that promotes employment opportunities for all people, through local, regional, and national networks.

California Employment Outcomes

Californians with developmental disabilities continue to be significantly under-represented in the general workforce and unemployed.

Currently California does not have a data system in place that is outcome focused or provides individual level long-term data that measures employment outcomes or benchmarks for performance in achieving integrated employment.

National data continue to show that people with disabilities are less likely

Fig. 1

American Community Survey(U.S. Census Bureau)

Employment Participation for

Working Age people (18-64) in California

	2011
Estimated working age population	23,607,468
Number of people with any disability	1,879,561
Number of people with a cognitive disability	790,196
Number of people who are employed	15,699,126
Number of people with any disability who are employed	590,531
Number of people with a cognitive disability who are employed	162,326
Percentage of all people who are employed	66.50%
Percentage of people with any disability who are employed	31%
Percentage of people with a cognitive disability who are employed	20.54%

to work than individuals without disabilities. There is little data specific to the employment rates of individuals with developmental disabilities compared to the general population, but in 2011, the data collected by the American Community Survey³ showed that only 20.54% of people with a cognitive disability were employed⁴, compared to 31% of people with any disability, and 66.5% of the general population. (Fig. 1). While ACS does not collect data specific to people with developmental disabilities, survey results of those with cognitive disabilities can serve as the most general of approximation.

The National Core Indicator (NCI) Survey⁵ conducted in California by the Council on behalf of the Department of Developmental Services provides a more demographic specific opportunity to obtain the employment status of a

³The American Community Survey is a national survey collected by the U.S. Census Bureau

⁴ ACS defines this category to include civilians who either (1) were "at work," that is, those who did any work at all during the reference week as paid employees, worked in their own business or profession, worked on their own farm, or worked 15 hours or more as unpaid workers on a family farm or in a family business; or (2) were "with a job but not at work," that is, those who did not work during the reference week but had jobs or businesses from which they were temporarily absent due to illness, bad weather, industrial dispute, vacation, or other personal reasons. Excluded from the employed are people whose only activity consisted of work around the house or unpaid volunteer work for religious, charitable, and similar organizations; also excluded are all institutionalized people and people on active duty in the United States Armed Forces.

⁵ The National Core Indicators is a quality assessment tool with standard measures used across the states to assess the outcomes of services provided to individuals and families. Indicators address key areas of concern including employment, rights, service planning, community inclusion, choice, and health and safety.

representative sample from across California of **8,724** adults with developmental disabilities⁶. According to the NCI results⁷, only **8%** or **698** of those surveyed had a job in the community compared to **14.4%** nationally⁸. Of those with jobs, **237** people were in Competitive Employment⁹, **181** in Individual Placement Supported Employment¹⁰, and **279** in Group Supported Employment (such as work crews and enclaves)¹¹.

Of the **92**% that were not employed, survey results showed that **41**% **(3,291)** of these individuals wanted a job. This translates to **38**% of the total representative sample of adults with developmental disabilities who want to work, but were not working. If this were to be generalized to the whole regional center population, then there are roughly **48,000**¹² unemployed working age regional center clients who want to work.

While our current data systems do not allow us to fully determine the number of individuals with ID/DD in integrated competitive employment, DDS data reveal how their resources are being used, including the percentage receiving integrated employment services. DDS remains the primary source of long term funding and coordination of employment services. In 2010, an almost equal percentage of people with developmental disabilities were served in integrated settings (15%) and segregated facility based work settings (14%), while the vast majority was served in non-work day services.

The NCI curvey was conduct

⁶ The NCI survey was conducted between May 2010 through January 2011 with adults with developmental disabilities or their proxy in face-to-face interviews.

⁷ National Core Indicators California Adult Consumer Survey Report, Quality Assessment Project, Fiscal Year 2010-2011, Prepared by Human Services Research Institute for the California Department of Developmental Services, July 2012.

⁸ National Core Indicators, 2009- 2010

⁹ According to 34 CFR 361.5 (b) (11) [Title 34 – Education; Subtitle B -- Regulations of the Offices of the Department of Education; Chapter III -- Office of Special Education and Rehabilitative Services, Department of Education; Part 361 -- State Vocational Rehabilitation Services Program; Subpart A – General], the term competitive employment means "work -- (i) In the competitive labor market that is performed on a full-time or part-time basis in an integrated setting; and (ii) For which an individual is compensated at or above the minimum wage, but not less than the customary wage and level of benefits paid by the employer for the same or similar work performed by individuals who are not disabled." The NCI does **not** include individuals in either Group or Individual Supported Employment in their definition of Competitive Employment.

¹⁰ By federal definition, supported employment is paid employment, in an *integrated* setting, with *on-going* support provided over the long-term.

¹¹ A small group of people with disabilities (average size of 3.1 in a group) trained and supervised among employees who are not disabled at the host company's work site. Persons in an enclave work as a team at a single work site in a community business or industry. Initial training, supervision, and support are provided by a specially trained on-site supervisor, who may work for the host company or the placement agency.

¹² Based on 38% of 127,277 Status 2 (active) regional center clients 18 years and older, according to June 2011 data from the DDS Client Master File.

NEXT STEPS

Moving California toward Employment First is an undertaking of critical importance in order to facilitate the dignity and independence of individuals with developmental disabilities with the added result of more people contributing to California's economy. The EFC will continue its focus on employment for transition age youth, through its four areas of responsibilities established in WIC Section 4868 (c),

Employment Policy: The SCDD will work with other stakeholders, the Department and the Legislature to re-introduce legislation establishing an employment first policy in statute (see box on page 4), while addressing the fiscal issues raised in the Senate fiscal committee analysis¹³. If California adopts this policy, it will be the nineteenth state with an employment first policy. The EFC will coordinate with the CECY Policy Committee and other groups to explore further policy recommendations focused on transition age youth and young adults.

Strategies and Best Practices: An important function of the EFC is to advise the Council. The EFC recommended to the Council that it focus its Program Development funds on integrated competitive employment for transition age youth and young adults. The Council adopted that recommendation and funded a significant demonstration project focused on transition age regional center clients in the Los Angeles and San Diego areas. Through this grant, Jay Nolan Community Services and Easter Seals of Southern California will work with the school districts, regional centers, and Department of Rehabilitation to implement a number of state of the art customized employment practices to support individuals with disabilities to seek and succeed in integrated competitive employment.

Interagency Collaboration: As a lead agency in the California Employment Consortium for Youth (CECY), the Council will actively address policy, barriers, best practices, and the training/information needs of providers, professionals, families and consumers. Through the Consortium, the Council will work to identify roles and responsibilities of government agencies in improving employment outcomes. The EFC will focus on activities that compliment and support the work of other groups, such as CECY, the Alliance for Full Participation,

¹³ Outstanding concerns from Senate Appropriations Committee are: (1) potential costs of implementing and employment first policy and (2) the cost of materials to be given to consumers and family members describing the employment first policy and related service options. Council staff believes both issues can be addressed.

Community of Practice for Post-Secondary Education, and the California Committee on Employment of People with Disabilities.

Outcomes Data: The EFC will work with the CECY data group to identify and crosswalk relevant employment data from different systems to make recommendations for improved use, collection, and dissemination of data that can track the state's success in supporting the growth of integrated competitive employment.

The Special Education Division can assist in finding gaps in compliance with postsecondary planning through its ability to survey schools and other facilities providing services to students with developmental disabilities. These data will assist the CDE and the EFC to determine why these students are so difficult to follow-up on and where students are one year after leaving secondary education. The Special Education Division is also researching ways to provide follow up on students over a longer period of time.

Dissemination: The SCDD will develop a section of their website for the EFC to highlight the Council's work on employment, providing plain language materials and videos on Employment First Policy and options for integrated competitive employment, disseminating materials and practices from SCDD Program Development grants, posting relevant outcomes data and providing access to resources from other sources.

APPENDIX A

Statutory Responsibilities of the Employment First Committee

California Welfare and Institutions Code Division 4.5. Services for the Developmentally Disabled Chapter 14. Employment

- 4868. (a) The State Council on Developmental Disabilities shall form a standing Employment First Committee consisting of the following members:
- (1) One designee of each of the members of the state council specified in subparagraphs (B), (C), (D), (F), and (H) of paragraph (2) of subdivision (b) of Section 4521.
 - (2) A member of the consumer advisory committee of the state council.
- (b) In carrying out the requirements of this section, the committee shall meet and consult, as appropriate, with other state and local agencies and organizations, including, but not limited to, the Employment Development Department, the Association of Regional Center Agencies, one or more supported employment provider organizations, an organized labor organization representing service coordination staff, and one or more consumer family member organizations.
 - (c) The responsibilities of the committee shall include, but need not be limited to, all of the following:
- (1) Identifying the respective roles and responsibilities of state and local agencies in enhancing integrated and gainful employment opportunities for people with developmental disabilities.
- (2) Identifying strategies, best practices, and incentives for increasing integrated employment and gainful employment opportunities for people with developmental disabilities, including, but not limited to, ways to improve the transition planning process for students 14 years of age or older, and to develop partnerships with, and increase participation by, public and private employers and job developers.
- (3) Identifying existing sources of employment data and recommending goals for, and approaches to measuring progress in, increasing integrated employment and gainful employment of people with developmental disabilities.
- (4) Recommending legislative, regulatory, and policy changes for increasing the number of individuals with developmental disabilities in integrated employment, self-employment, and microenterprises, and who earn wages at or above minimum wage, including, but not limited to, recommendations for improving transition planning and services for students with developmental disabilities who are 14 years of age or older. This shall include, but shall not be limited to, the development of an Employment First Policy, the intended outcome of which is a significant increase in the number of individuals with developmental disabilities who engage in integrated employment, self-employment, and microenterprises, and in the number of individuals who earn wages at or above minimum wage. This proposed policy shall be in furtherance of the intent of this division that services and supports be available to enable persons with developmental disabilities to approximate the pattern of everyday living available to people without disabilities of the same age and that support their integration into the mainstream life of the community, and that those services and supports result in more independent, productive, and normal lives for the persons served. The proposed Employment First Policy shall not limit service and support options otherwise available to consumers, or the rights of consumers, or, where appropriate, parents, legal guardians, or conservators to make choices in their own lives.
- (d) For purposes of this chapter, "integrated employment" shall have the same definition as "integrated work" as defined in subdivision (o) of Section 4851.
- (e) The committee, by July 1, 2011, and annually thereafter, shall provide a report to the appropriate policy committees of the Legislature and to the Governor describing its work and recommendations. The report due by July 1, 2011, shall include the proposed Employment First Policy described in paragraph (4) of subdivision (c).

APPENDIX B

Membership of the Employment First Committee

<u>Name</u>	Affiliation
Anderson, Tony	The Arc of California
Boomer, Daniel	California Department of Education
Chen, Rachel	Family Advocate, Chinese Parent Advocates for the Disabled (CPAD)
Cooley, Lisa	Self-Advocate
Curtright, Denyse	Department of Developmental Services
Dutton, Dale	Family Advocate
Hansen, Robin	University Center for Excellence in Developmental Disabilities, M.I.N.D. Institute
Lapin, Connie	Family Advocate. Autism Society of Los Angeles
Moore, Bill	Department of Rehabilitation
Mudryk, Andrew	Disability Rights California
Pazdral, Elizabeth	State Independent Living Council (SILC)
Petrie, Dennis	Employment Development Department
Polit, Mark	Service Employees International Union
Raynor, Olivia Chairperson	University Center for Excellence in Developmental Disabilities, UCLA
Richey, Eileen	Association of Regional Center Agencies (ARCA)
Sarmento, Debbie	Family Resource Center Network of California (FRCNCA)
Taylor, Robert M.	Self-Advocate
Weller, Kecia	Self-Advocate
Wheeler, Barbara	University Center for Excellence in Developmental Disabilities, USC
White, Cindy	Self-Advocate